

# Guiding Development

# 3

## Overview

The opportunities and challenges facing East Windsor over the next 10 to 20 years require careful evaluation of development issues and potential community responses. Some of the key issues are listed in the following table.

	Opportunities	Challenges
<b>Residential Development</b>	Conservation designs to mitigate and reduce environmental impacts; set-aside contributions to Town-wide open space program	Environmental and aesthetic impacts; open space preservation; demand for municipal services
<b>Village Enhancement</b>	Historic preservation; community focal points; rural character	Inappropriate or incompatible development; traffic; sustainability of structures; compatibility of uses
<b>Business Development</b>	Increased tax base; employment and shopping opportunities; regional economic vitality	Land use compatibility; traffic; environmental impacts

*Planning for a community's future development is a main purpose of a Plan of Conservation and Development.*

Strategies for guiding future development are integral to achieving all of the Plan's visions to preserve rural and community character, promote compatible development, and retain and expand economic development. These strategies are consistent with the CRCOG Regional Plan theme of respecting and preserving community character and key natural resources.

In addition to the specific actions in this Plan regarding land use planning and regulation for economic development, a separate Economic Development Action Agenda is being prepared for the Town.

**Residential Subdivision**



**Broad Brook**



### Survey Results:

- Almost 75% of respondents agreed that East Windsor should maintain diverse housing types
- 70% believed the Town has the right amount of single family homes
- Over 78% believed more open space should be required with new subdivisions

### Primary Strategy:

## Refine Residential Development Regulations

### Overview

For East Windsor, the key residential development issues are the potential for and impacts of additional housing. Because East Windsor is an attractive and conveniently located community, and because the land characteristics of the Town lend themselves to development, this Plan anticipates continued residential growth.

The five single-family residential districts in East Windsor total approximately 13,500 acres, or 80 percent of the Town's land area. Over 70 percent of the residentially zoned land is available for future development. Nearly 90 percent of that available land is zoned for minimum lot sizes of one acre or less.

Residential development can affect the qualities of the community that the Plan visions are intended to preserve. Additionally, the Town must have a good understanding of the short and long term demand for municipal services, which can be generally determined based on the anticipated growth in housing. Understanding the potential for development can help reduce environmental and aesthetic impacts, guide planning for the provision of necessary services, and manage the fiscal impacts of residential growth.

East Windsor has begun to address these issues by adopting density based lot size standards for subdivision developments of more than four lots. Refinement of this regulatory system, as detailed below, would further enhance the Town's control of its future.

### Undeveloped Land



## Action: Revise Residential Density Standards

East Windsor has adopted standards that calculate the allowable building lot density for parcels capable of subdivision into five or more lots. The current density factor varies by zoning district, reflecting the minimum lot size prescribed by the regulations. However, the results of applying the current density factors are virtually identical to those from the minimum lot size standards.

The development density factor – lots per acre – is the inverse of a minimum lot size factor – acres per lot. However, it is important to note that the actual yield in a conventional development based on minimum lot size is not simply the total parcel acreage divided by the minimum required acres per lot.

For example, a 10 acre parcel in East Windsor's A-1 (one acre minimum lot) zone may yield 6 or 7 lots under the existing zoning standards. This is because up to 20% of the land is used for roads or is unavailable due to layout inefficiencies. Another 10% is set aside to meet the open space requirement.

If the recommendation in this Plan to increase the required open space set aside to 20% is adopted, less land will be available for development. Maintaining the same intensity of development, the yield is reduced to 5 or 6 lots on the same ten acre parcel. These calculations are illustrated in the following table in terms of the resulting lot density per acre.

	Current Standards		20% Open Space	
	% of Land Area	Resulting Net Efficiency	% of Land Area	Resulting Net Efficiency
Open space set aside	10%	0.9	20%	0.8
Roads and Utilities	9% +	0.82	9% +	0.73
Efficiency Loss	15%	0.70	15%	0.62
Normal Density (lots per acre)		0.7		0.6

A development density standard of 0.6 lots per acre would reflect the new open space set-aside percentage and provide more design flexibility. The development yield would be slightly fewer lots per acre than the current standards, on fewer developed acres, but at approximately the same development intensity per developed acre. This provides the Town with improved control over development and reduces the hypothetical buildout yield, based on preliminary calculations, from an ultimate total of 7,620 to approximately 7,180.

The Town may consider adjusting this density factor to allow for more flexibility or to further manage buildout yield. To streamline the application of the regulatory tool, this single density could be applied to all residential districts, consolidated as recommended by the Action step on page 3-5. It will also be necessary to provide a definition of buildable area in the zoning regulations, such as suggested in the table on the following page.

The following table describes specific revisions to the bulk and area requirements to implement the revised residential zoning density standards, including the necessary zoning definition of buildable land.

Conceptual Revisions – East Windsor Zoning and Subdivision Regulations	
Section	Revision Concept (Suggested new language in <b>bold</b> )
Zoning Section 18 (table)	Revise to define standards for three residential use districts: <ul style="list-style-type: none"> <li>• Village (currently R-1 and R-2),</li> <li>• Residential 1 (currently A-1 and A-2), and</li> <li>• Residential 2 (currently R-3)</li> </ul>
Zoning Section 18 (notes)	Add new note: <b>“Where sanitary sewer service is to be used, the underlying minimum lot size shall apply.”</b>
Zoning Section 18 (notes)	Revise <i>Density Factor – Regulation</i> to apply a density factor to the developable land on all parcels that can yield more than four lots for subdivision or resubdivision, regardless of the actual proposed number of lots.
Zoning Section 4	Add definition of developable land: <b>“Developable land is defined as that portion of a parcel of land deemed to be appropriate for development by the commission after deducting those portions of the parcel that have slopes in excess of 15%, or are in areas of Special Flood Hazard as defined in Section 19.2.3 of the East Windsor Zoning regulations, or are wetlands or watercourses as defined by East Windsor Inland Wetlands and Watercourses Regulations.”</b>
Subdivision Section 2.6	To avoid confusion with zoning regulations, delete this definition and simply cite the zoning definition above where necessary.

Conventional Subdivision



Conservation Subdivision



### **Action: Revise Residential Zones**

East Windsor currently has five residential districts, plus a special development district designation for multifamily housing. One of these districts, Agriculture 2, is almost entirely within designated flood plain. The existing Residential 1 and Residential 2 districts are in or adjacent to the village areas of Broad Brook and Warehouse Point.

If the Town proceeds with revisions to its density standards for subdivisions, it should include consideration of consolidating the existing residential zones, as shown in the following table. This consolidation would simplify the application of residential development density factors.

The consolidation would merge the existing R-1 and R-2 districts into village area districts (as defined beginning on page 3-12) where applicable to the village district boundaries. The A-1, A-2, and R-3 residential districts, plus the small amount of R-2 that is outside of the village areas, would be consolidated into a single Rural Residential District. The density standard requirements discussed above would apply to future development, with an underlying minimum lot size of one acre.

Subdivision of parcels large enough to support five or more lots would be subject to the density standards, with the one acre minimum applying to all other development (along with standard Health District design requirements). The conservation design subdivision standards, addressed on the next page, would allow minimum lots sizes below one acre for qualifying designs.

**Preliminary Revised Residential Districts**

<b>Existing District</b>	<b>Map Revisions</b>	<b>New District</b>	<b>Minimum Lot Size</b>
A-1	No Change	Rural Residential	43,560 sf
A-2	Incorporated into existing A-1: virtually the entire A-2 district is within flood plain, which will be reflected in the buildable land definition.	Rural Residential	n/a
R-1	No Change	Village Residential	20,000 sf
R-2	Incorporated into new rural residential, village, or business corridor district as appropriate; The amount of land currently zoned R-2 that is outside of areas proposed for village or business designation is small	Rural Residential or Village Residential	n/a
R-3	No Change	Rural Residential	43,560 sf
SDD	No Change	SDD	n/a



## Conservation Design Subdivisions

Alternative approaches to designing subdivisions that are intended to reduce environmental impacts and increase open space may be called:

- Planned Residential Development
- Open space Design
- Conservation Design

Because the last encompasses the broad goals of regulations intended to protect and preserve community character and natural resources, it is becoming the most widely used term.

## Regulatory Incentives for Conservation Design Subdivisions

- Reduced parcel size
- Reduced road width
- Private roads
- One-way roads
- Reduced frontage and setback standards
- Common driveways

## Action: Strengthen Incentives for Conservation Subdivisions

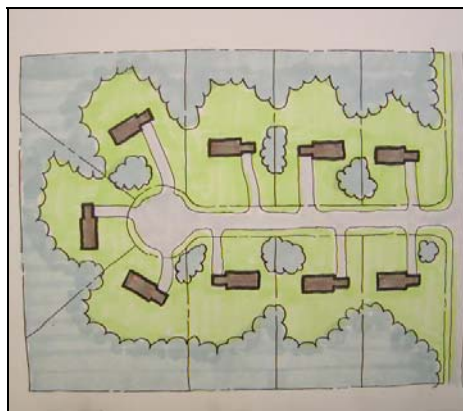
East Windsor's zoning regulations include sophisticated approaches to encouraging alternative residential land subdivision designs that preserve natural features and open space. Currently called Planned Residential Development (PRD) standards, these regulations seek to create incentives for development that minimize impacts and maximize the amount of protected open space.

Because the term planned residential development is often associated with non-traditional residential development, such as condominiums and mixed-use developments, East Windsor should consider re-naming this design option "Conservation Design Subdivisions". This will help avoid confusion if the Town considers revised standards for active adult development or such regulatory options as mixed use developments in a planned residential setting.

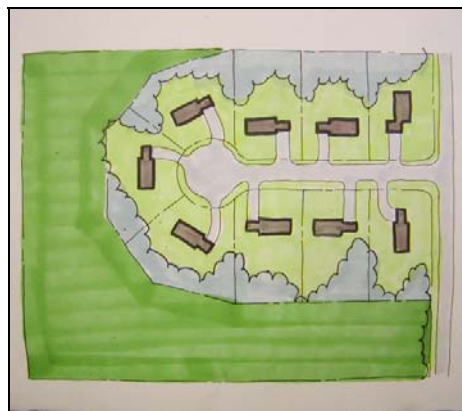
Incentives for such conservation designs in the current zoning regulations permit reduced lot size, reduced frontage requirements, and density bonuses. While these regulations have been recently applied to two applications, additional policy considerations and regulatory adjustments are available that may further the Town's goals while increasing the financial incentive for developers to use conservation designs. A listing of potential incentives, some of which are included in East Windsor's regulations, is provided in the table in the sidebar.

One example is the use of interior lots and shared or common driveways. Shared driveways are currently prohibited by East Windsor zoning regulations. Allowing such access provides developers with design flexibility that may make the conservation design more feasible. The Planning and Zoning Commission should monitor the effectiveness of the conservation subdivision option and be prepared to consider additional incentives, such as allowing two lots on a single driveway.

Conventional Subdivision



Conservation Subdivision



The conservation design concept as currently offered may also benefit from simplification. Under current regulations, a developer is faced with multiple analyses to determine the extent of the benefits of incentives offered.

If the required open space set aside is increased, as discussed below, the current “Planned Residential Development” subdivision option could be simplified as a “Conservation Design Subdivision” option. Designs offering additional open space would be allowed to reduce lot size and frontage by an equivalent percentage for each additional 10% of the land provided as open space, with an absolute minimum size and frontage.

The following table describes potential regulatory revisions that would enhance conservation design incentives.

<b>Conceptual Revisions – Conservation Design Subdivision Regulations*</b>	
Section 20	Revise Title to “Conservation Design Subdivision” (change throughout)
Section 20.3	<b>“Unless a density bonus is provided in accordance with Section 20.6, no Conservation Design Subdivision</b> shall be established on a parcel of land that would yield more lots than a conventional subdivision.”
Section 20.5	Revise to allow reduction in lot size and frontage proportionate to open space provided in excess of minimum required. Allow one lot density bonus for developments providing open space in excess of twice the minimum required.
Section 20.6	Revise to replace “buildable lot area” with “developable land” as defined by the regulations.
Section 20.6	Revise table to reflect revised residential zoning districts and proportionate conservation design incentives.

\*New language in bold.

#### Residential Streets



## Open Space Set-aside Examples

Woodbury	20%
Simsbury	20%
Canton	15%
Washington	15%

## Action: Refine Open Space Set-aside Regulations

Open space set-aside requirements, in Section 7 of the Subdivision Regulations, provide that “10% of the fair market value of the parcel to be subdivided be set aside.” This provision is apparently based on the statutory provision that authorizes a fee-in-lieu of open space in the amount of 10% of the fair market value of the parcel to be subdivided.

Based on the experience of many towns throughout Connecticut, the amount of required open space set-aside is not necessarily determined by the 10% of fair market value calculation, but may be based on the community’s determination of an appropriate open space allocation. The sidebar lists set-aside requirements currently in effect in several Connecticut towns.

Along with the other suggested revisions to the Subdivision Regulations and the Conservation Design (PRD) zoning regulations, an increased set-aside requirement would help address the Town’s goals for conservation and preservation of rural character. In addition, specific criteria for accepting set-aside open space will facilitate subdivision reviews and ensure that the Town’s open space goals are addressed. The open space priorities and evaluation criteria recommended for the Town Open Space Program (page 2-4) could be incorporated into the Subdivision Regulations.

An increased open space set-aside requirement would serve to encourage consideration of conservation design subdivisions, as discussed above.

The following table identifies the specific issues to be addressed in Subdivision Regulations.

Conceptual Subdivision Regulation – Open Space Set-aside	
Current Regulation	Potential Refinements
Section 7.1	<u>Required Open Space:</u> The minimum reserved open space in any subdivision should be set at 20% of the parcel area. Discretionary provisions may allow the Commission to accept land in fee, conservation easements, and/or fee-in-lieu under standards as suggested below.
Section 7.3	<u>Open Space Criteria:</u> In addition to the criteria in Section 7.3 of the subdivision regulations, the open space acceptance criteria should include those qualities and characteristics listed in the Town’s Open Space Plan, as discussed in Chapter 2, Conserving Community Resources. Open space proposed to meet set-aside requirements should be made up of the same proportion of developable land as on the entire parcel to be subdivided unless the Commission determines otherwise or a combination of land and fee-in-lieu of land is proposed.
Section 7.4 – 7.6	<u>Open Space Options:</u> The Commission may adopt criteria for meeting the open space requirement by means other than fee ownership. This could include a fee-in-lieu calculated as provided by Connecticut General Statutes Section 8-25.



## Action: Revise Street Design Regulations

Standards for design of new streets are important for protecting environmental and aesthetic quality in a community, as well as assuring safe and convenient access. Flexibility in the design standards can also provide incentives necessary to encourage consideration by developers of alternative designs, such as conservation subdivisions, that reflect the community's goals.

Current street design requirements in East Windsor follow typical standards based on such considerations as emergency access, curbing, drainage, grades, sightlines, and other design factors. The minimum pavement width for the three defined types of street is based on anticipated usage.

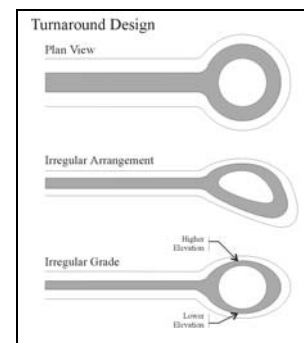
To implement conservation designs effectively and ensure reduced environmental impacts, the street design standards could be revised to define at least one additional category of street to accommodate small subdivisions and, especially, conservation and PRD designs. This category would permit reduced road widths down to 24 feet or less for permanent cul-de-sacs with 10 or fewer lots and even less if the development is under the conservation subdivision standards.

A set of street design standards that reflect environmental and aesthetic concerns for new developments is an important tool for the Town to have. A recommended set of standards is provided in the following table. A range of pavement widths is suggested to allow response to unique development challenges or opportunities.

Proposed Town Road Design Standards			
Designation	Right-of-Way	Pavement Width	Horizontal Curve Centerline Radius
Major Collector	60'	26' – 28'	300'
Minor Collector	50'	24' – 26'	200'
Local	50'	22' – 24'	150'

Every square foot reduction in road surface reduces both development costs and potential water quality impacts from storm water run off. Such impacts can be further reduced by requiring cul-de-sac designs that include vegetated islands to reduce runoff and absorb stormwater. Additional design flexibility can be provided by allowing “hammerhead” or turnaround style road ends. Alternative cul-de-sac designs are illustrated in the sidebar.

In addition to reduction of impervious surface, road design standards can encourage the use of infiltration systems and designs wherever feasible. Especially in areas like East Windsor, where natural grades are low, design standards can avoid curbing under certain conditions to facilitate the use of swales and infiltrators instead of catch basins and hard pipe. Since such designs are not necessarily less expensive than typical drainage, it may be necessary to require them in appropriate circumstances.



Conceptual revisions to the Subdivision Regulations that would implement this action step are outlined in the following table.

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**Conceptual Subdivision Regulations – Street Design**

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Define an additional category of street for small developments and conservation design subdivisions

Establish a procedure for reduction of standard development road widths based on demonstration of safety, access, drainage, and other criteria.

Require cul-de-sac designs that include vegetated islands

Allow cul-de-sac designs that use hammerhead or T turnarounds where environmental and design benefits are demonstrated.

Require consideration of alternative drainage designs, including infiltration systems, where grades and soils are suitable.

**Strategy:**

## **Maintain Housing Diversity**

### **Action: Retain Adequate Multifamily Housing**

Approximately forty percent of all residential units in East Windsor are considered multi-family, a higher share than the statewide average. Fifteen percent of the Town's housing is classified as "affordable" by the State statutory definition, exceeding the statutory threshold for potential exemption from density limits for affordable housing. This diverse housing stock is helpful to meeting the community's housing needs and its overall development goals.

East Windsor should not need to plan for additional multi-family housing unless a significant housing need is identified to benefit the community, such as housing to meet the unique needs of an aging population as discussed below.

### **Action: Permit Age Restricted Residential Development**

East Windsor's Zoning Regulations provide detailed standards for elderly housing options, including active adult housing. The Town should continue to monitor demographic trends to ensure that the regulations address the needs of an aging population and encourage fiscally beneficial development such as age restricted housing.

#### **Multi-family Housing**



**Strategy:**

## **Define Village Area Development**

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### **Overview**

The five established village areas in East Windsor are important historic, cultural, and character assets of the community. Preservation and enhancement of the original village areas that established the Town of East Windsor are crucial to maintaining the community's character and vitality.

In addition to many historic structures, important community institutions, including churches, government offices, and cultural sites, are located in East Windsor's villages. Many of the Town's scenic roads are so because they pass through or near these traditional New England villages.

Historic structures, rural scenery, and cultural resources are the most evident characteristics of the village areas. Commercial uses are also permitted at specified scales and intensity in all village areas except Melrose. However, current standards may not be sufficient to protect these areas from increasing development pressures, particularly in the two village centers, Broad Brook and Warehouse Point, which have access to sewer and water utility services. Under current zoning, each of these village areas (except Melrose) consists of several different zoning use districts.

Based on these conditions, the Plan's Village Development strategies build from the following understandings:

- Melrose is now and is likely to remain a residential area.
- Scantic and Windsorville are primarily rural residential, but with some appropriate commercial and institutional activities and with some non-conforming uses that are likely to remain.
- Broad Brook and Warehouse Point are more intensively developed, zoned for multiple uses, and have public utility services and access availability that could support future development.

### **East Windsor Village Areas**

- Melrose
- Scantic
- Windsorville
- Broad Brook
- Warehouse Point

### **Survey Results:**

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- Over 88% of respondents agreed that commercial development in Warehouse Point and Broad Brook should be compatible with the village character
- 57% agreed that limited and historically compatible commercial uses should be allowed in Windsorville and Scantic Villages

**Warehouse Point**



**Broad Brook**



### Action: Evaluate Village District Designation

Broad Brook and Warehouse Point are historic village areas that have become important social, governmental, cultural, and economic centers for the entire community. As detailed in the Appendix, these are unique areas of East Windsor that require special attention to preserve their distinctive character and retain their contribution to the overall character of the Town.

Both of these village areas experience a wide variety of uses, which is appropriate for maintaining a vibrant village setting. However, these uses are based on zoning for up to six different residential and business districts. Additionally, these areas have public utility services and access availability that make them more vulnerable to types of development that may negatively affect their village character.

An alternative to the current zoning structure is the establishment of Village Districts in accordance with Connecticut General Statutes Section 8-2j. Under this statutory authority, outlined on the facing page, municipalities may identify special Village Districts and adopt standards intended to protect the distinctive character, landscape, and historic structures within the designated Village District. Broad Brook appears most suited to such a designation.

Portions of Warehouse Point may also be considered, although only limited additional development opportunities exist here. Designation of a special use district for Warehouse Point, in conjunction with the Business Corridor Plan discussed in the Business Development Section of this Chapter may provide adequate benefits and protections for this area.

Special consideration of these village areas would help meet both the economic development and quality of life objectives of this Plan. The strengthening of village areas can be expected to result in more tourism and more business for the establishments in Warehouse Point and Broad Brook, with a spillover effect for other visitor-oriented locations such as the Trolley Museum.

The maps on pages 3-14 and 3-15 delineate conceptual district boundaries that could frame further considerations. The table below lists specific character, landscape, and historic features that should be considered in designing Village District or special use standards for these areas.

Broad Brook and Warehouse Point Village Characteristics			
	Character	Landscape	Historic
Broad Brook	• Government Center	• Mill Pond	• Churches
	• Mixed Use “Main Street”		• Opera House • Broad Brook Mill
Warehouse Point	• Residential Village	• Connecticut River	• Churches
	• Cultural resources	• Streetscapes	• Houses
	• Mixed residential, commercial, industrial, institutional		

Implementation of this action step would entail the adoption of district boundaries and regulations as authorized by statute. The following table lists the standards that the regulations may apply to new construction and substantial reconstruction in view from public roadways.

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**Village District Regulations\***

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**Regulations may address:**

- Design and placement of buildings
- Maintenance of public views
- Design, paving materials and placement of public roadways
- Other elements

**In adopting regulations, Commission must consider:**

- Design, relationship and compatibility of structures, plantings, signs, roadways, street hardware, and other objects in public view

**Regulations shall:**

- Establish criteria for determination of what is permitted
- Encourage maintenance of historic or distinctive character
- Be consistent with Connecticut Historic Commission Rehabilitation Standards or with the distinctive characteristic as identified in the Plan of Conservation and Development.

**Regulations shall provide that:**

- Buildings and modifications be harmonious with surroundings and nearby terrain and structures
- All site development visible from public roadways be compatible with elements of the area
- Color, size, height, location, proportions, building materials, and landscaping, signs, and lighting be evaluated for compatibility with local architectural motif
- Removal of historic assets be minimized

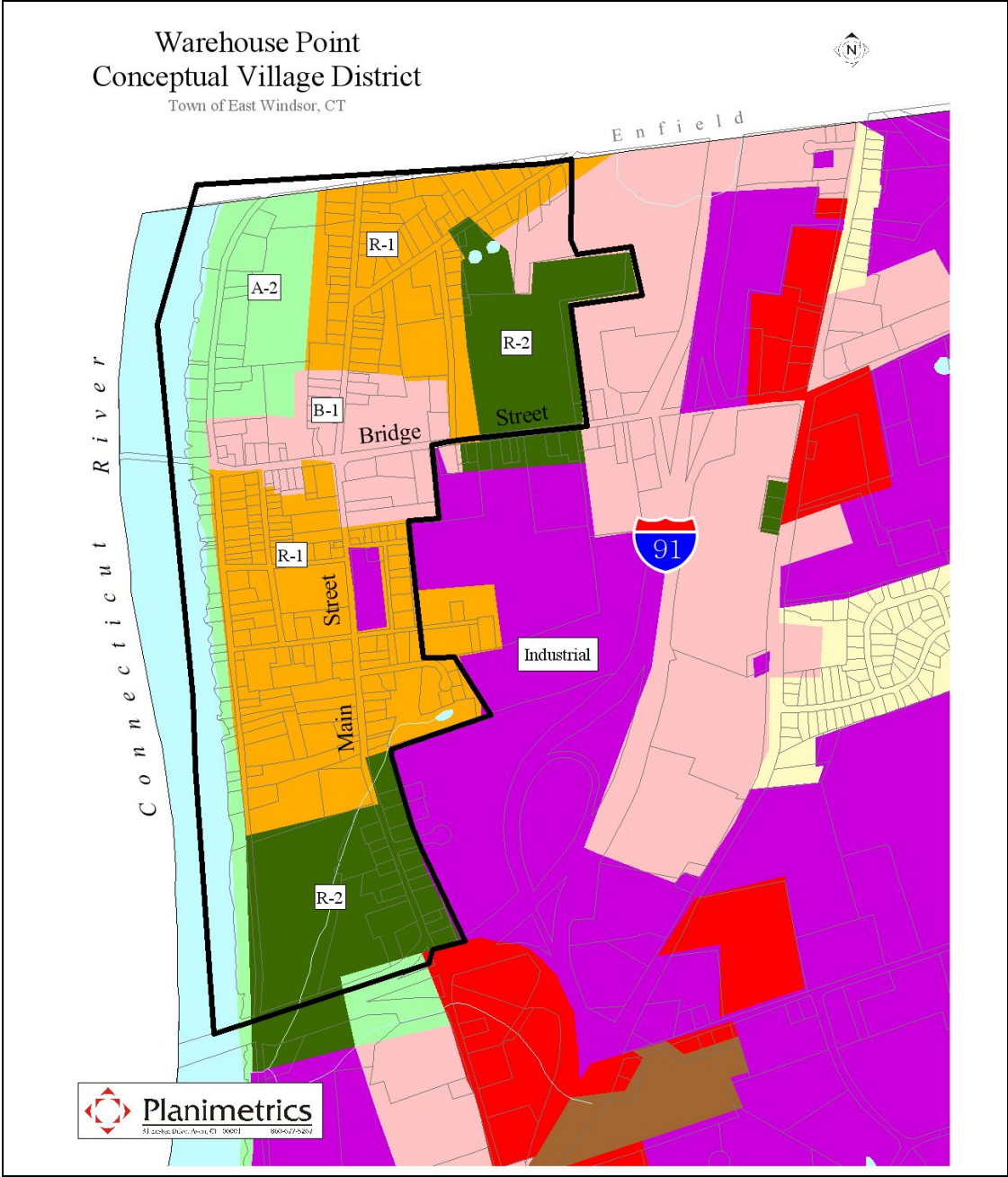
**Development must be designed to meet compatibility objectives:**

- Building and site improvements reinforce existing buildings and streetscape patterns and have no adverse impact on the district
- Proposed streets are connected to existing road network wherever possible
- Proposed open spaces reinforce open space patterns of the district
- Integration of significant features and sight lines of vistas from within the district
- Complementary landscape design
- Signage, lighting, and accessory structures supporting a uniform architectural theme if such exists
- Scale, proportions, massing, and detailing of buildings in proportion to that in the district

\*these are summarized from the statutes, which should be consulted for exact requirements.

# Conceptual Village District

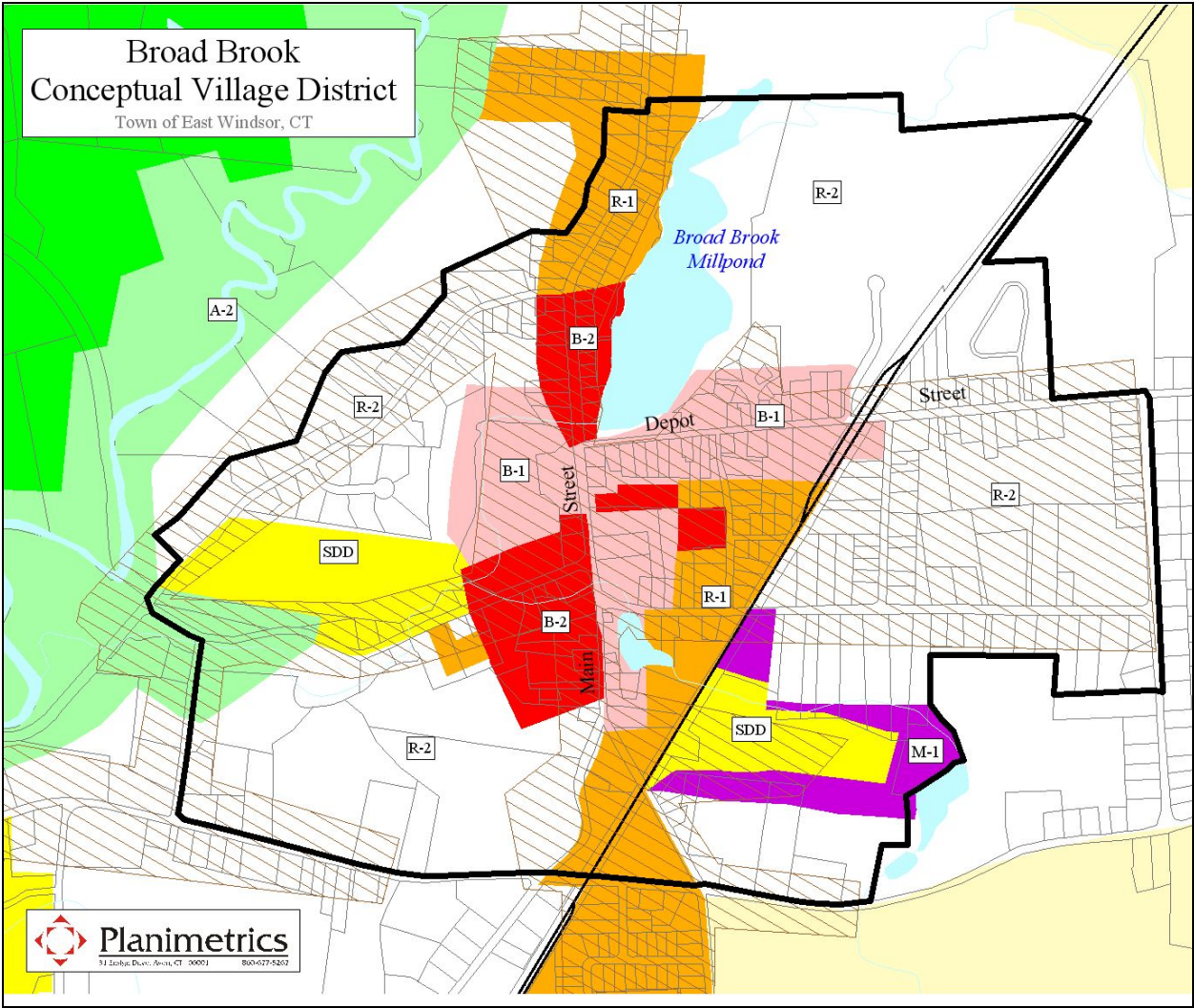
Warehouse Point





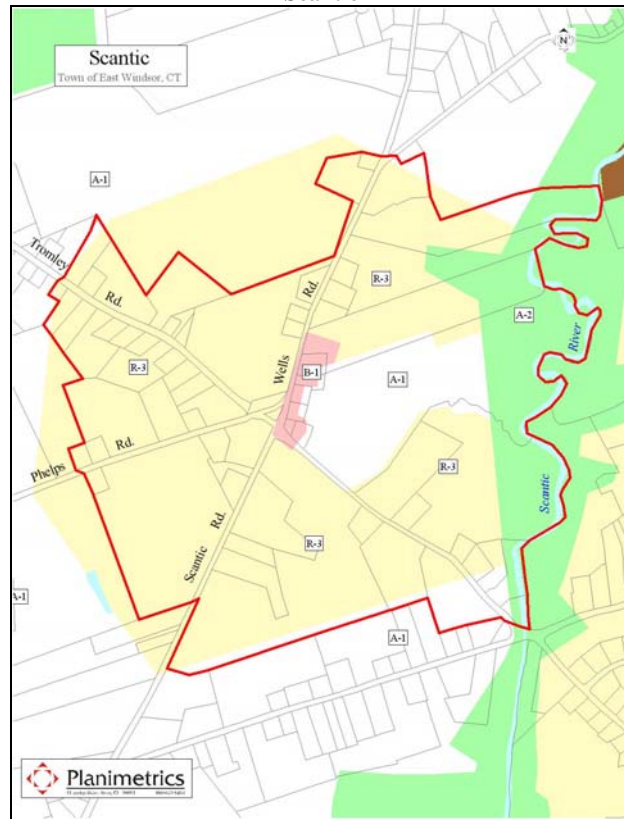
# Conceptual Village District

Broad Brook

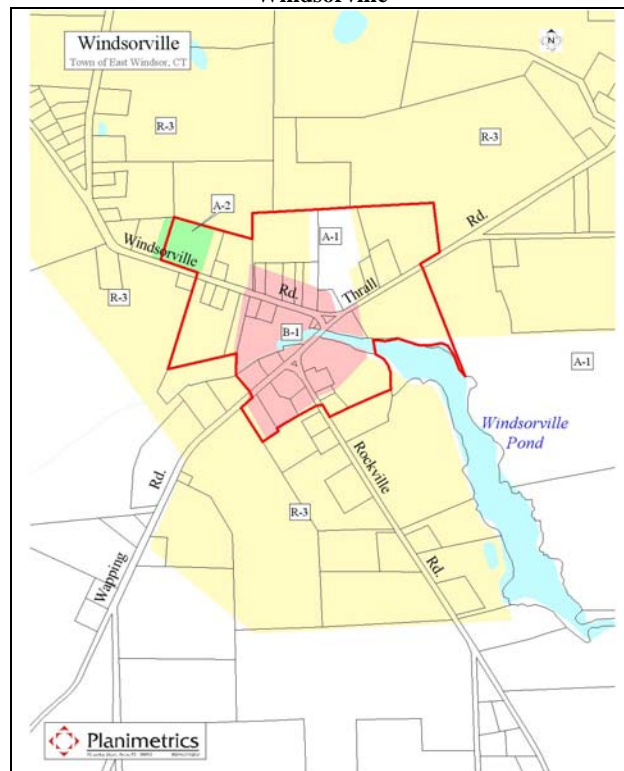


# Conceptual Rural Village Delineation

## Scantic



## Windsorville



In addition to the statutory criteria and guidelines for Village District regulations, the following table lists conceptual regulatory issues that may also be considered in developing Village District standards and procedures.

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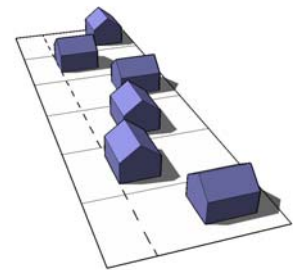
**Conceptual Regulatory Issues – Village District Standards**

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- Procedures and considerations to permit design flexibility.
- Incentives to promote sharing of parking and access.
- Bulk standards, such as floor area ratio, that ensure contextual compatibility.
- Architectural design guidelines and review procedures.
- Yard and setback standards, such as build-to setback lines where appropriate (see sidebar) that ensure contextual compatibility of any new development or reconstruction.
- Lot coverage standards reflecting development potential, storm drainage, and wetland resource constraints.

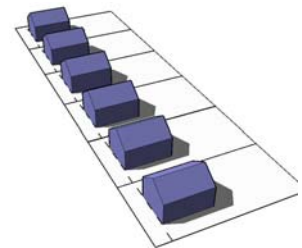
**Potential Building Alignment under Minimum Setback Standards**

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**Required Building Alignment under Build-to Standards**

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The maps on pages 3-14 and 3-15 show conceptual village boundaries that would underlie the establishment of statutorily designated Village District areas. Final designation of the Village District boundaries would be based on a parcel by parcel evaluation of suitability for inclusion in the Village District.

**Action: Establish Rural Village Delineations and Standards**

The rural village areas of Scantic and Windsorville are primarily residential, although each has two residential districts and one business district zone within the vicinity of the village centers. Each area supports appropriate commercial and institutional activities and existing non-conforming uses that can be kept compatible with the overall rural character of these village areas.

While each of these village areas has distinctive character, landscape and historic value, their size and locations minimize immediate threats or opportunities warranting consideration as statutory Village Districts. However, consolidation of zoning requirements into a single rural village designation for each of the areas delineated by the map on the page 3-16 would allow compatible and appropriate uses and developments with effective regulatory controls.

Delineation of Rural Village Design Districts should follow appropriate property lines and natural features that define the respective areas. These lines may be adjusted further in the Commission's consideration of this action step, based on final objectives and additional public input.

The following table describes regulatory concepts that would establish appropriate land use standards within the context of these rural village areas.

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**Conceptual Regulations – Rural Village Area Land Use**

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**Commercial**

- Commercial uses would be limited to low intensity uses such as retail for antiques, crafts, and gifts; professional offices; local retail services, and personal services such as bed and breakfast homes, furniture and appliance repairs, and health and beauty shops. These would be in addition to uses already authorized in the residential zones. Any conversion of a residential structure for commercial use must retain at least 50% residential use.
- Permitted commercial uses in existing or new residential structures should be limited to a set percentage of the floor area, for example at least 50% of the structure should be used for residential purposes. Commercial uses should be limited to one such use per lot and restricting the number of employees may also be appropriate. Specific standards for parking, access, external evidence of business activity other than the permitted sign, and other standard zoning issues would be applied to any commercial use.

**Residential**

- Residential development would be controlled by zoning regulations, with all parcels subject to village design standards (below). Lot size and/or density determinations would be based on the underlying district standards.
- New residential development in the Rural Village Design District should also be subject to specific standards. These could include setback lines based on the average setback of existing structures in proximity (see sidebar page 3-17), floor to area ratio limitations on building size, and possibly architectural design requirements to ensure compatibility with existing structures. Coverage requirements should be determined to accommodate such variables as lot size and parking requirements.

**Action: Maintain Residential Standards for Melrose**

East Windsor should ensure that its Zoning Regulations continue to apply residential standards for the area of Melrose. Agricultural uses will continue to be permitted of right and any existing non-conforming uses will be subject to regulatory provisions that control any changes.

**Action: Ensure Protection of Historic Structures**

Since most of the important historic structures occur in village areas, any revisions or new regulations should include consideration of historic structures and require site plans to mitigate impacts on historic structures in the vicinity of any development.

The Town has adopted a Demolition Delay ordinance, which permits consideration of protection options before an old structure is demolished. Any Zoning Regulations developed specifically for village areas should include compliance with this ordinance as a prerequisite for any permit.



### ***Primary Strategy:***

## **Restructure Business Zoning**

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### **Overview**

Encouraging development that provides economic benefit to the Town is one of the basic visions of this Plan. In recognition of the importance of this issue, an Economic Development Action Agenda for East Windsor has been developed separately.

In addition to the recommendations of the Action Agenda, East Windsor can pursue several land use policies and structural options that will complement economic development efforts. This section details the primary strategy of restructuring business zoning in East Windsor.

### **Action: Reconfigure East Windsor Business Corridor**

The business corridor along Route 5 is East Windsor's primary area for economic development and provides necessary infrastructure for development, meeting the development theme of the CRCOG Regional Plan. Four different Business Districts plus a floating design zone exist within the business corridor. In addition, small sections of the R-3 residential district are located along Route 5 and six separate areas are zoned as Special Development Districts, which allow multi-family housing.

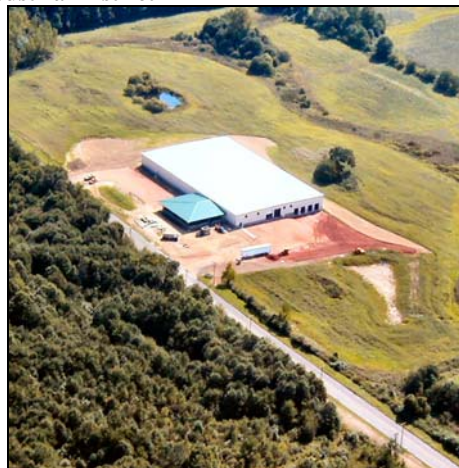
East Windsor can build on the successful development experienced along this corridor by organizing and streamlining the zoning structure based on the concentration of uses that has developed along Route 5, the access points to major transportation routes, the availability of land for commercial uses, and other factors. Combined with several localized zoning revisions and consideration of regulatory changes to accommodate appropriate uses, this conceptual East Windsor Business Corridor is a key component of the Economic Development Action Agenda.

### **Survey Results:**

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- Over 55% of respondents agreed that additional commercial and industrial development should be allowed along Route 5
- Over 52% agreed that the Town should invest in sewer line extensions where it would permit additional commercial development
- 56% believe the Town has too few tourist attractions

**East Windsor Industrial District**



The map on the facing page provides a conceptual business district restructuring plan that includes:

- the Warehouse Point area (discussed in detail in the Village Development section, above),
- a Northern Business Corridor associated with North Road and existing commercial areas on Route 5 (detailed below),
- a Core Industrial Area anchored by the existing Industrial Park around Newberry and Thompson Roads based on current M-1 standards,
- a Central Business Corridor between S. Water Street and Phelps Road (detailed below), and
- a Southern Business Corridor between Phelps Road and the South Windsor Town Line, based on current B2 standards.

In addition to this district restructuring, the effectiveness and efficiency of East Windsor's zoning for business uses along Route 5 would benefit from several specific alterations of district boundaries and other zoning considerations, as listed in the following table.

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**East Windsor Business Corridor Design Issues**

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- Add split-zone parcels to the respective adjoining business district, if site specific evaluation determines that applicable zoning requirements can be met for future development and the land has adequate development potential.
- Expand the Newberry/Thompson Road Industrial Park east to Winkler Road or west of residential properties fronting on Winkler Road.
- Combine the B-2 and M-1 districts between Phelps Road and the South Windsor Town Line to allow greater variety of development options along a Southern Business Corridor.
- Delineate Warehouse Point as special use district or Village District and develop appropriate standards.
- Evaluate the benefits of retaining designated flood plain land in a business district for meeting coverage ratio requirements to maximize development outside the floodplain;
- Maximize development on developable land by encouraging the use of adjacent wetlands or other areas with limited potential to meet coverage ratios as shared open space.
- Revise and reorganize business district zoning regulations to facilitate administration and simplify permit and approval process.

**Business Development**





# Proposed East Windsor Business Corridor Zoning

## Legend

### Conceptual Business Zones

- █ Warehouse Point Village
- █ Northern Business Corridor
- █ Core Industrial
- █ Central Business Corridor
- █ Southern Business Corridor

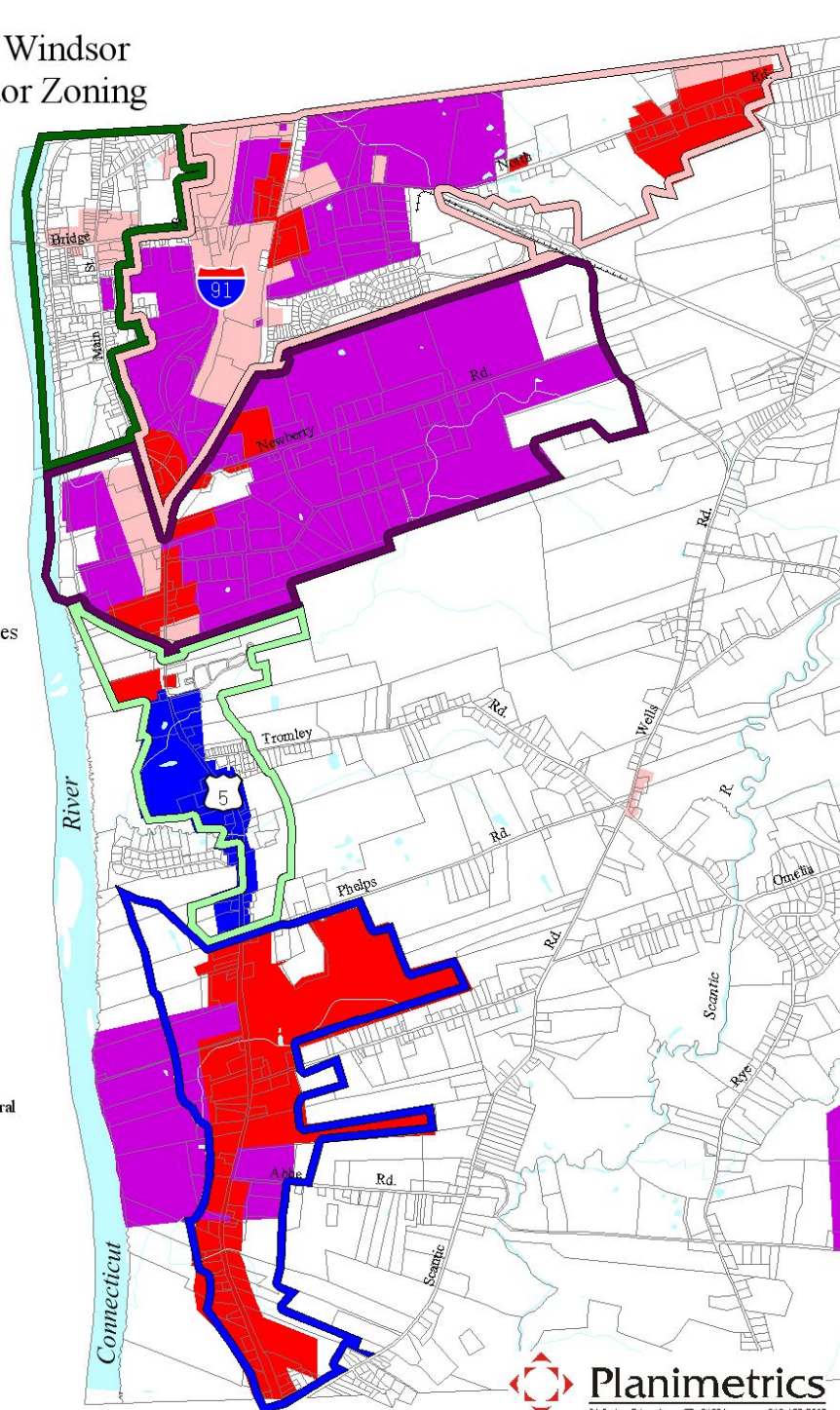
### Business and Industrial Zones

- █ Business 1
- █ Business 2
- █ Industrial
- █ Transitional Zone

### Non-Commercial

- █ Residential and Agricultural

0 2000 Feet



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### **Action: Redefine TZ5 Commercial Zoning**

The existing TZ5 commercial district on Route 5 is a special permit district intended for development at a scale and intensity that is compatible with the residential uses both in and adjacent to the district. The transition in primary character in the TZ5 district from residential to commercial has progressed enough that consideration should be given to changing the district to encourage and promote appropriate commercial development.

Definition of this district should be made within the overall context of the East Windsor Business Corridor concept, discussed above. Specifically, uses and development standards for a Central Business Corridor should encourage mixed use, pedestrian friendly developments that retain access convenience and lower use intensity than in adjoining business corridors.

Multifamily housing could be allowed on a parcel (up to 50 units or another limit determined by the Planning and Zoning Commission) if the road frontage portion is developed as mixed use for at least the first 25% of lot depth, or some other proportion determined by the Planning and Zoning Commission.

A conceptual district configuration is illustrated by the map on the facing page. The following table lists conceptual zoning considerations that would apply to the Central Business Corridor district.

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#### **Conceptual Zoning Considerations – Central Business Corridor**

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##### **Uses**

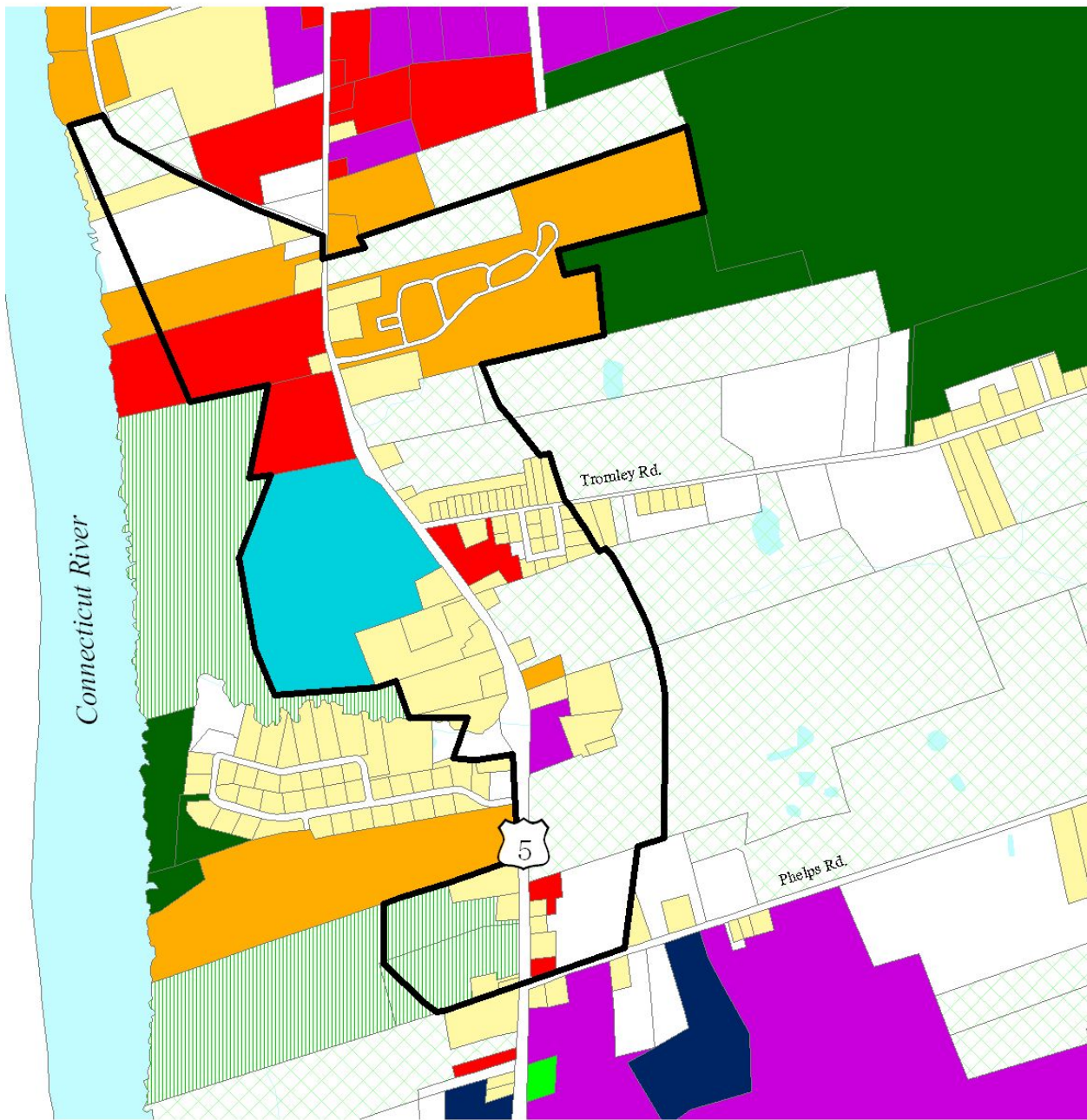
- Retail and service establishments
- Professional offices
- Hospitality, restaurants and entertainment
- Public facilities

##### **Standards**

- Development and use should be appropriate in scale and compatible with existing uses
- Provide incentive standards allowing multifamily housing in developments that include mixed use, pedestrian friendly, architecturally appropriate development on road frontages.
- Provide coverage, setback, and other design flexibility for developments that utilize shared parking and access and/or that propose mixed residential and commercial uses
- Devise site development plan standards for development and use below defined floor area thresholds.
- Devise special permit application requirements for larger and/or more intense uses, including such existing uses as gas stations.

# Proposed Central Business Corridor

Town of East Windsor, CT



Legend

0 600 Feet

- |                      |                       |
|----------------------|-----------------------|
| Single Family        | Preserved Agriculture |
| Multi-family         | Agriculture           |
| Commercial           | Vacant                |
| Industrial           | Water                 |
| Institutional        |                       |
| Dedicated Open Space |                       |
| Managed Open Space   |                       |



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### **Action: Expand Business Zoning on Route 140**

As part of the reconfiguration of the Business Corridor, the opportunity to expand business development opportunity along Route 140 (North Road) should be explored. Analysis of this option, as detailed in the Appendix, indicates that a considerable amount of commercial floor area could be added. The existing Highway Interchange Floating Zone standards are appropriate for application to an expanded commercial area that emphasizes the types of uses listed in the table below.

Optimizing the economic opportunity for development may require provision of sewer and water service and road improvements. East Windsor will need to conduct cost benefit analyses of such improvements, including the potential for shared cost with developers and land owners.

The map on page 3-21 illustrates the conceptual outline of such a district.

---

#### **Conceptual Zoning Considerations – Northern Business Corridor**

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##### **Uses**

- Retail and service establishments, including regional scale retail
- Office buildings
- Restaurants
- Hospitality
- Public facilities
- Tourism and entertainment attractions

##### **Standards**

- Development and use should be appropriate in scale and compatible with existing uses
- Coverage, setback, and other design standards should encourage larger scale development
- Could retain Highway Interchange Floating Zone - GDP process.

#### **Northern Business Corridor**



### **Action: Redefine Railroad M1 District**

In addition to the restructuring of business zoning along Route 5, East Windsor must address the viability of an existing industrial M1 district that straddles a portion of the railroad line. Although the area includes a usable rail line, developable land, and existing business, it lacks water and sewer infrastructure and has poor road access.

Therefore, the potential for large scale development is limited. East Windsor should critically evaluate the costs and benefits of retaining all of this land as available for industrial development that may be incompatible with surrounding residential and agricultural uses.

A conceptual restructuring of this industrial district is described in the following table and map. The areas recommended for removal from the industrial district have no road access with limited land area for industrial development to justify the cost of such road development.

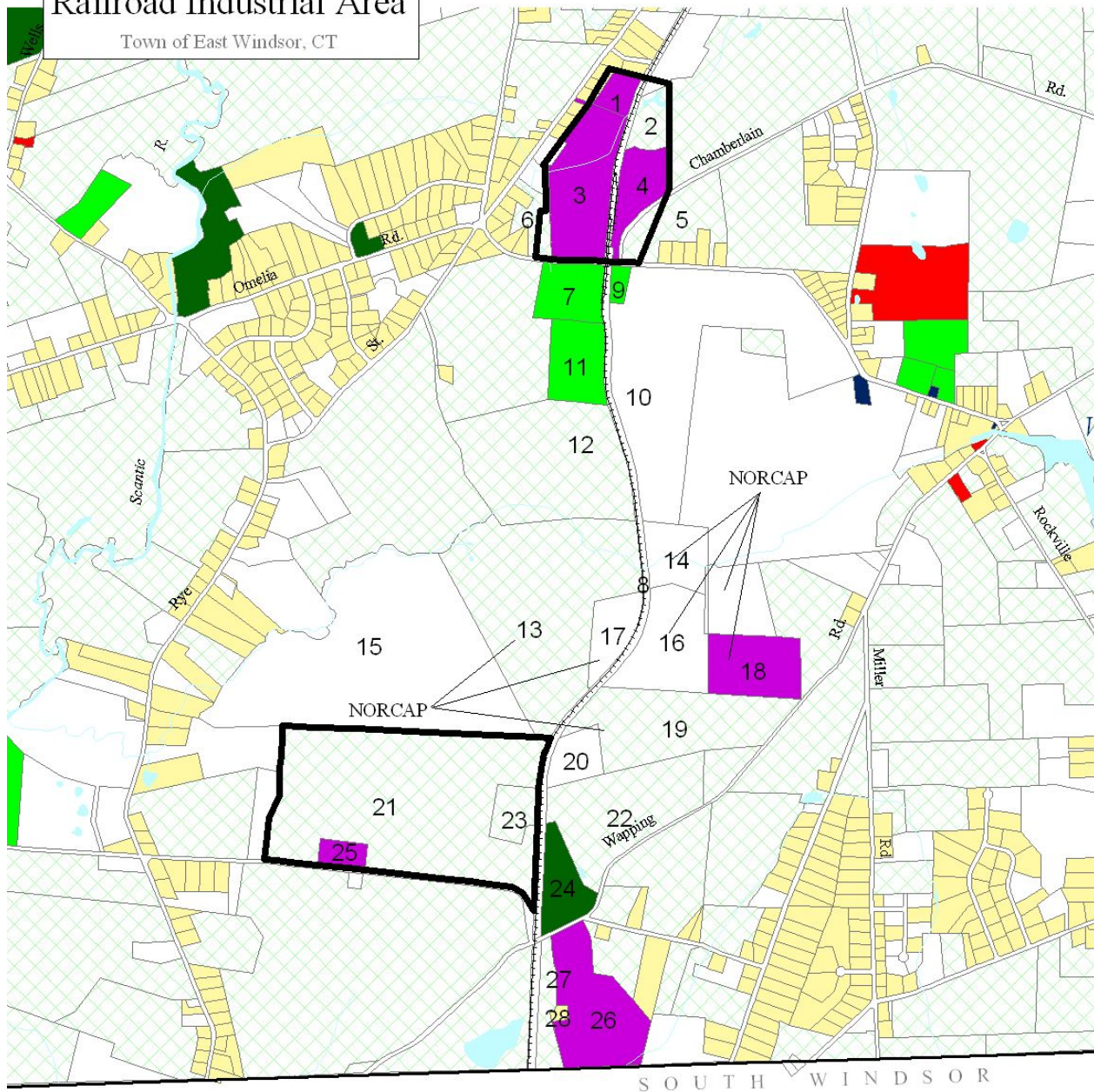
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#### **Conceptual M1 Railroad Industrial District Restructuring**

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- Reduce the size of this M-1 district as follows:
  - Other than the existing business cluster on either side of the rail line north of Apothecaries Hall Road, the long, narrow “finger” of M-1 district north of Ketch Brook should be considered for rezoning to R-3 or A-1 in keeping with the surrounding areas.
  - Similarly, the band of land along the east side of the rail line south of Ketch Brook to the South Windsor Town Line should be considered for rezoning to A-1. This area also contains the closed landfill site which has no development potential due to questionable subsurface characteristics.
- Consider leaving the remaining block of M-1 district west of the rail line and north of Plantation Road as an M-1 district. In the future, this area may have economic development potential through development of its own water supply system and use of a package treatment plant for sewage treatment. The issue of road access remains, but there may be the future potential of developing an area of offices or research facilities that are not dependent on large trucks.

# Conceptual Revised Railroad Industrial Area Town of East Windsor, CT



## Legend

0 1000 Feet

- |               |                      |
|---------------|----------------------|
| Single Family | Dedicated Open Space |
| Multi-family  | Managed Open Space   |
| Commercial    | Agriculture          |
| Industrial    | Utility              |
| Institutional | Vacant               |
|               | Water                |



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*Strategy:*

## **Provide Adequate Infrastructure for Business Development**

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### **Action: Develop an Infrastructure Improvement Plan**

Several of the business development goals of this Plan are contingent on providing or improving the necessary infrastructure to support new and expanded business development. The following table lists action steps, based on the analysis of conditions and opportunities provided in the Appendix.

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#### **Infrastructure Improvement Considerations**

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- Prepare an Infrastructure Plan that specifically considers infrastructure installation or improvements necessary to support future economic development in East Windsor. This plan should consider sanitary sewerage, public water, natural gas, electric power, telecommunications and fiber optic cable, stormwater management, and road access.
- Study the potential for commercial development of the potential Northern Business Corridor and prepare a cost-benefit analysis for the extension of sewers or use of one or more package treatment plants.
- Take action to make public the currently private extension to Craftsman Road to facilitate development of additional acreage within the Industrial Park.
- Reevaluate and revise the sewer avoidance policy to ensure that appropriate development opportunities and cost-sharing of improvements are not precluded from consideration.

*Strategy:*

## **Improve Municipal Economic Development Capability**

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A separate “Economic Development Action Agenda” has been prepared for the Town by Garnet Consulting Services, Inc. Implementation and periodic updating of the recommendations in that report are the actions necessary to pursue this strategy. The strategies detailed in that report are incorporated by reference into this Plan and are summarized in the implementation tables below.



## Summary

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The following table lists the strategies and action steps detailed in this Chapter of the Plan of Conservation and Development. Chapter 5 provides a detailed implementation plan with priorities, timeframe, and responsibilities for the strategies and action steps recommended by this Plan.

### **Core Strategy: Guiding Development Residential and Village Strategies and Actions**

#### ***Primary Strategy: Refine Residential Development Regulations***

- Action – Revise Residential Zoning Standards
- Action – Strengthen Incentives for Conservation Subdivisions
- Action – Refine Open Space Set-aside Regulations
- Action – Revise Street Design Regulations

#### ***Strategy: Maintain Housing Diversity***

- Action – Reevaluate Multifamily Zoning
- Action – Permit Age-restricted Planned Residential Development

#### ***Strategy: Define Village Area Development***

- Action – Evaluate Village District Designation
- Action – Establish Rural Village Delineations and Standards
- Action – Maintain Residential Standards for Melrose
- Action – Ensure Protection of Historic Structures

## **Core Strategy: Guiding Development Business Strategies and Actions**

### ***Primary Strategy: Restructure Business Zoning***

- Action – Reconfigure East Windsor Business Corridor and Revise Regulations Accordingly
- Action – Redefine TZ5 Commercial Zoning
- Action – Expand and Define Business Zoning on Route 140
- Action – Redefine Railroad M1 District

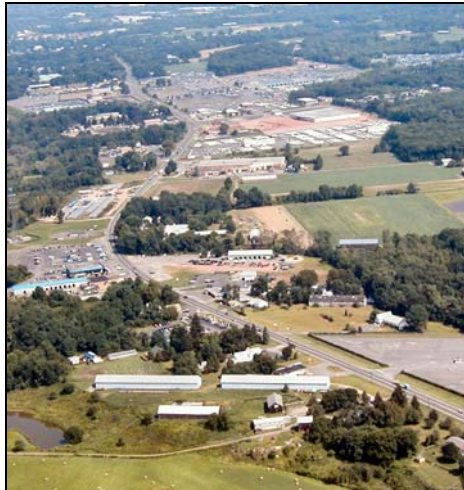
### ***Strategy: Provide Adequate Infrastructure for Business Development***

- Action – Develop an Infrastructure Improvement Plan
- Evaluate current and future status of sanitary sewers, public water, natural gas, electric power, telecommunications and fiber optic cable, stormwater management, and road access
- Prepare cost-benefit study of extension of sewers on Route 140
- Make the private extension to Craftsman Road a public street
- Reevaluate and revise the sewer avoidance policy

### ***Primary Strategy: Improve Municipal Economic Development Capability***

- Action – Implement recommendations of the Economic Development Action Agenda and periodically update the Action Agenda

## **Commercial Development**



## **Core Strategy: Guiding Development Economic Development Action Agenda**

### ***Primary Strategy: Capacity Building Initiatives***

- Action – Economic Development Team Building and Training
- Action – Prepare Full Strategic Plan
- Action – Participate in Preparation of Regional Comprehensive Economic Development Strategy (CEDS)
- Action – Prepare Written Economic Development Incentive Policy
- Action – Make Sewer Connection Charges More Reasonable

### ***Primary Strategy: Marketing Initiatives***

- Action – Maintain Town Economic Development Website
- Action – Include Available Sites in CERC Site Finder Inventory
- Action – Participate in MetroHartford Alliance (and other) Marketing and Promotions Programs
- Action – Prepare Target Business Study
- Action – Improve Contact with Existing Businesses

### ***Primary Strategy: Planning Initiatives***

- Action – Prepare Infrastructure Improvement Plan
- Action – Support Zoning District and Regulations Amendments
- Action – Support Designation of Village Clusters

### ***Primary Strategy: Development Initiatives***

- Action – Take Action to allow Craftsman Road Extension
- Action – Assure Reuse of Broad Brook Mill
- Action – Speculative Building Development